This Week's Forum: Page 38

1/14/88 R4800-2

EDUCATION WEEK

American Education's Newspaper of Record | Volume VII, Numbers 15 & 16 · January 13, 1988

© 1988 Editorial Projects in Education / $2.00

Carnegie Revamps and Relocates Forum on Economy and Education

By Lynn Olson

Carnegie Corporation officials said last week that the Carnegie Forum on Education and the Economy will be moved from Washington to the foundation's home office in New York City and will be converted chiefly into a grant-making program.

Marc S. Tucker, the forum's executive director, has left the corporation to launch an entity called the National Center on Education and the Economy, which will be based in Rochester, N.Y. *(See story on page 25.)*

The developments signal a new incarnation for the forum, one of the most ambitious foundation initiatives in education in recent history.

The forum was created by the corporation as a 10-year, multi-million-dollar endeavor in 1985. It was designed to bring together leading Americans who could help reshape education policy to reflect the demands of a scientific and technologically oriented economy. The forum's 1986 report, *A Nation Prepared: Teachers for the 21st Century*, quickly became one of the most-often cited documents of the school-reform movement. Its release catapulted the forum into the national spotlight, and turned its director, Mr. Tucker, from a little-known policy analyst into a prominent spokesman for American education.

Carnegie Corporation officials said last

Continued on Page 24

AP/Wide World Photos

Bennett at press conference on his "James Madison High School" proposal.

Bennett Offers High School's 'Ideal' Content

By Robert Rothman

WASHINGTON—Saying that Americans share a common vision of what high school should accomplish, Secretary of Education William J. Bennett unveiled on Dec. 29 a proposed core curriculum that would strengthen course requirements and stiffen content.

Contained in a document titled to honor James Madison, the fourth President and primary architect of the Constitution, the curriculum stresses the acquisition of language skills and "a shared body of knowledge," and is rigorous in its demands of schools and students. *(Text, page 27; reactions, page 26.)*

In Mr. Bennett's hypothetical "James Madison High School," students would spend up to three-fourths of their time in required academic coursework, including four years of English, three years each of mathematics, social studies, and science, two years of foreign languages, and one year of art and music.

"I believe that there remains a common ground that virtually all our schools can reach and inhabit," he says in the report, *James Madison High School: A Curriculum for American Students*. "And I believe that most Americans agree about what that common ground is—about what our students should learn."

"Our children should know about continental shift and quadratic equations," he said at a press conference here marking the report's release, "about Gothic architecture and the Gettysburg Address; about what a symphony is, and about who Shakespeare is and what he wrote."

Responding to Mr. Bennett's curricular outline, educators generally praised its academic toughness, but questioned whether such a program would be useful to the many students unwilling or unable to master it.

But the Secretary argues that all students—not just those with high ability or motivation—should be exposed to such a

Continued on Page 26

Study, Contracts Mark Changes in Education Research

Agency Charts Decline In Scope of Activities

By Julie A. Miller

WASHINGTON—The amount of research produced by the Education Department has plunged precipitously since 1980, a new study by the General Accounting Office concludes.

The report also found that funding has shifted from individual researchers to department-sponsored laboratories, and from new research to dissemination.

The main reason for the decline in research is financial, according to the G.A.O. Federal funding for such efforts declined more than 70 percent in constant dollars from 1972 to 1986, although overall education spending increased by 38 percent and federal support for research in general increased 4 percent.

"We have observed this ourselves, and we are quite concerned about the erosion of the research infrastructure," said Richard Shavelson, president of the American Educational Research Association. "It takes a long time to rebuild. Talented people have

Continued on Page 21

Longtime Contractors Lose ERIC Centers

By Robert Rothman

WASHINGTON—The Educational Testing Service and the National Council of Teachers of English have lost their bids for new, five-year contracts to continue running two of the federally funded information clearinghouses on education.

Each organization has operated an Educational Resources Information Center for

Continued on Page 20

Courts Back Moves To End Busing Plans

By William Snider

In a major victory for the Reagan Administration, a federal appeals court has upheld the right of the Austin, Tex., school board to dismantle a court-ordered busing plan for students in elementary grades.

In its Dec. 15 decision, the three-judge panel of the U.S. Court of Appeals for the Fifth Circuit said an earlier finding that the district was "unitary," or legally desegregated, freed the Austin board from the jurisdiction of the federal courts and ended its duty to comply with a 1980 consent decree that mandated student busing.

Meanwhile, a federal district judge in Oklahoma City last month ruled that educational considerations, and not an intent to discriminate, were the basis of that school board's decision to discontinue a mandatory student-busing plan. At the same time, U.S. District Judge Luther Bohanon dissolved the 1972 court order that established compulsory student busing in the district.

Although the courts in both cases upheld a return to neighborhood schools in the Texas and Oklahoma districts, their decisions are based on markedly different legal precedents.

They highlight a rift that has existed

Continued on Page 23

New Study Documents the Need for 'Culture Sensitive' AIDS Education

By Debra Viadero

A new study suggests that the teen-agers who are statistically at greatest risk for contracting AIDS—blacks and Hispanics—are not receiving adequate information on how the disease is spread.

Results from the study, published in the current issue of the *American Journal of Public Health*, indicate that young people in these minority groups are twice as likely as their white peers to harbor misconceptions about how they can avoid AIDS.

According to experts, the report makes a pressing case for more aggressive and "culturally sensitive" AIDS-prevention education in minority communities, where the disease has spread at a rate disproportionate to that of the population at large.

Blacks make up 12 percent of the U.S. population but constitute 25 percent of all AIDS cases in this country, according to the federal Centers for Disease Control. Similarly, Hispanics, who make up 6 percent of the population, constitute 14 percent of all AIDS victims.

Moreover, minority children account for nearly 80 percent of all pediatric AIDS cases.

"The group that has the highest risk are only half aware, for example, that condoms can help them," said Ralph DiClemente, one of the study's three authors and a research professor at the University of California at San Francisco's medical school.

Mr. DiClemente and his collaborators

Continued on Page 31

Also in the news

The Education Year In Review

Continuity and change marked 1987: Budgets, reform, accountability—old issues revisited, new ones emerging.

2

After 17 Years, Judge Dismisses Landmark Civil-Rights Suit

An appeal is expected in the Adams class action charging lax enforcement by the Education Department.

16

N.Y.C. Picks a Chancellor

After months of political infighting, the school board chose Minneapolis's Richard Green to fill what has been called "the impossible job" of running the city's schools.

7

plunge in the stock market on Oct. 19.

- The Environmental Protection Agency approves tough new regulations on asbestos in schools.
- The decline in minority enrollment in colleges has reached "alarming proportions," the American Council on Education warns.
- The teacher-attrition rate is at a 25-year low but is likely to rise, the RAND Corporation reports.
- Secretary Bennett stresses sexual abstinence in a booklet on teaching children about AIDS.

November

- The Council of Chief State School Officers calls on states to "guarantee" school quality for at-risk students.
- The nation's Roman Catholic bishops sharply criticize school health clinics that dispense contraceptives.
- The National Council of Teachers of Mathematics unveils a new "vision" for the K-12 math curriculum.

December

- The U.S. Supreme Court leaves unresolved the constitutionality of state moment-of-silence laws.
- Normed tests are skewed to find most elementary pupils above average, a study concludes.
- Ohio State University loses its federal grant to operate the National Center for Research in Vocational Education.
- The omnibus education reauthorization bill passes the Senate.

and strengthened several grassroots coalitions bent on reforming the schools.

In a busy and combative year, **Secretary of Education William J. Bennett** criticized the Sandinista government in Nicaragua during a trip to Managua, attacked a report on global education endorsed by the Secretary of State, criticized textbook publishers for serving up "bland porridge," and called the National Education Association "the most entrenched and combative opponent of education reform." He also served as the Administration's chief spear-carrier during the Douglas Ginsburg snafu, giving the embattled Supreme Court nominee the signal to withdraw, and used his "bully pulpit" to call for mandatory drug-testing and greater emphasis on morality and abstinence in AIDS and sex education.

Terrel H. Bell

Terrel H. Bell, meanwhile, told a tale of political infighting and disillusionment in a memoir of his tenure as President Reagan's first Secretary of Education, *The Thirteenth Man*. Mr. Bell wrote that while he publicly defended the President's programs, he waged a constant, behind-the-scenes battle with "White House ideologues" bent on destroying the federal presence in both education and civil rights.

IN SUMMARY

A Push for Minority Teachers
Citing new findings on the "unacceptably low" number of minority students enrolled in teacher training, a leading group representing education schools has drafted a 10-point plan to address the problem. **Page 6.**

Bureaucratic Roadblocks
Most states have undertaken initiatives to help disadvantaged children over the past five years, but bureaucratic battles over turf threaten to undermine those efforts, according to a new national study. **Page 8.**

Discord on AIDS Education
Disagreement among church leaders, rather than a clarification of how to teach students about AIDS, has followed the release of a controversial policy paper on the subject by the nation's Roman Catholic bishops. **Page 10.**

A Principal Under Fire
The Paterson, N.J., school board will decide this week whether to lodge charges of insubordination and unbefitting conduct against a controversial principal known nationally for his tough leadership style. **Page 10.**

A New Legislative Season
The legislative season got under way in the two biggest states last week, as California's governor declared a truce with the state school chief, while New York's chief executive called for a "Decade of the Child." **Page 12.**

Updating Asbestos Litigation
At least 1,400 districts and private schools have pulled out of a nationwide class action against former asbestos manufacturers, while some 300 plaintiffs in Michigan have joined the first such statewide suit. **Page 14.**

Education and the Budget
The struggle over the Congress's 1988 omnibus appropriations bill ended with a slight overall gain for federal education programs, and attention is now shifting to the late-starting budget process for the 1989 fiscal year. **Page 17.**

Commentary	32 and 43
Federal File	16
Letters	36 and 37
Marketplace	39
State Journal	12

FORUM
"Education and AIDS."
Statement on Page 38

EDUCATION WEEK (ISSN 0277-4232) is published 40 times per year (weekly except for the first week in January, the last week in June, the month of July, the first four weeks in August, and the last two weeks in December) by Editorial Projects in Education, Incorporated. Editorial and advertising sales offices are located at 4301 Connecticut Ave., N.W., Suite 250, Washington, D.C. 20008. (202) 364-4114. Subscriptions: U.S.: $47.94 for 40 issues. Canada: $70.94 for 40 issues. Foreign: $112.94(airmail) and $80.94 (surface mail) for 40 issues. Second-class postage paid at Washington, D.C., and at additional mailing offices. **POSTMASTER:** Send address changes to EDUCATION WEEK, P.O. Box 6987, Syracuse, N.Y. 13217. Volume VII, Issues 15 and 16.

ACROSS THE NATION

NATIONAL

E.T.S. Reaches Settlement in Suit Against Test-Coaching Firm

The Educational Testing Service, which produces the Scholastic Aptitude Test, has reached a settlement in the copyright-infringement suit it filed two years ago against the Princeton Review, a test-coaching firm.

Under the terms of the settlement, John Katzman, president of the coaching concern, has admitted that Princeton Review included 17 slightly altered S.A.T. questions in its course materials. The company will pay E.T.S. $52,000 and grant it the right to inspect coaching materials over the next four years.

Princeton Review, which Mr. Katzman described as the largest S.A.T.-preparation service in the country, last year coached 18,000 students in 35 cities on how to improve their scores on the test.

Survey Cites School Improvements As Key to Competitiveness

Industry, government, and university officials say in a new survey that improvements in precollegiate education—particularly in mathematics and science—will be the key factor in upgrading the nation's economic competitiveness.

The survey, conducted by the National Governors' Association and the Conference Board with support from the National Science Foundation, found agreement among the respondents on the education system's general soundness, but showed that most felt that maintaining technological leadership would require improvements.

The leaders surveyed said state governments, businesses, and universities could improve precollegiate science and math education by offering scholarships to prospective teachers, altering certification requirements to allow retired mathematicians and scientists to become teachers, and recruiting minority students into the fields as early as possible.

Copies of a report on the survey and a series of regional forums, "The Role of Science and Technology in Economic Competitiveness," may be obtained from the Forms and Publications Office, National Science Foundation, Room 232, Washington, D.C. 20550; telephone: (202) 357-7861.

■ **The grand prize in a national contest** being sponsored by a St. Paul, Minn., computer manufacturer should accomplish the competition's goal: spurring interest in supercomputers among high-school students.

Carl S. Ledbetter, president of ETA Systems Inc., says the winning entry in his company's SuperQuest contest will be a $1-million supercomputer for the contestants' school.

Teams of three students and one teacher from each school entering the contest will have to propose, by Feb. 26, a scientific problem and an explanation of how a supercomputer could be used to find a solution to it that is new, more correct, or more extensive than those now available.

A supercomputer can handle 375 million mathematical equations a second, a rate thousands of times faster than that of a regular personal computer.

The four teams selected as semifinalists will be invited to an all-expenses-paid training program next summer to work on a supercomputer at the company's headquarters. The winner will be selected at the end of the session in August.

Further information is available by phone through a toll-free number, 1-800-553-2214, extension 563.

STATES

N.J. Licensure Plan for Principals Would Drop Teaching Requirement

Commissioner of Education Saul Cooperman of New Jersey has submitted to the state board of education a set of proposed regulations that would radically revamp the way public-school principals are trained and licensed.

Under the proposal presented to the board last month, prospective principals would be required to complete a master's degree in management or "leadership science," pass a state-developed examination, and undergo a thorough performance evaluation at a state-approved assessment center, said Leo Klagholz, director of teacher preparation and licensure for the state education department.

Candidates who successfully completed this part of the process, Mr. Klagholz said, would then have to find a district to employ them provisionally while they underwent a 60-day "pre-residency"—including some teaching experience and coursework in curriculum development and instructional supervision—and a one- to two-year residency that would be supervised by a mentor.

The most controversial provision of the plan is a proposal to eliminate teaching experience as a requirement for the principalship. Current licensure standards require principals to have at least three years of teaching experience.

■ **Gerard T. Indelicato**, the former education advisor to Gov. Michael S. Dukakis of Massachusetts, has been indicted by a federal grand jury on charges of scheming to receive kickbacks from federal grants.

According to the indictment, Mr. Indelicato, who resigned as president of Bridgewater State College last month, and three others are accused of defrauding the state and the federal government of more than $70,000 in adult-education funds between 1979 and 1983. From 1983 to 1986, Mr. Indelicato was education advisor to Governor Dukakis, who is currently seeking the Democratic nomination for President.

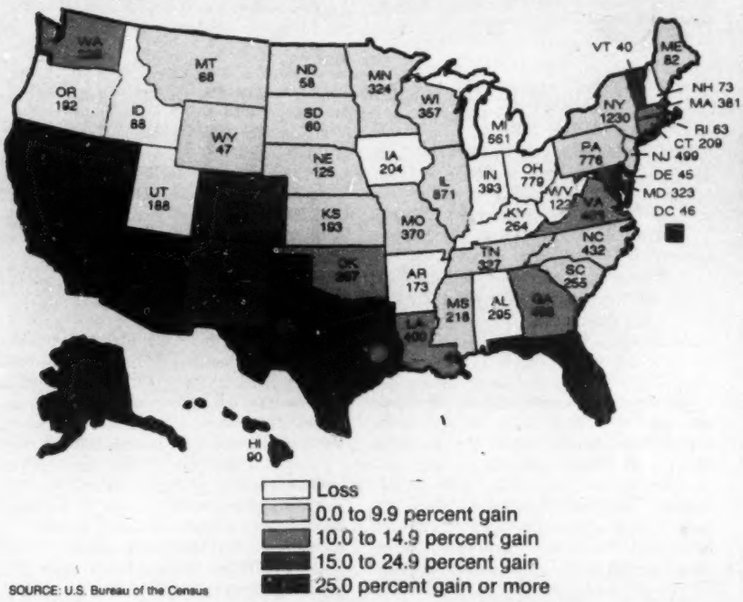
Mr. Indelicato is charged with conspiracy to commit mail and wire fraud, two counts of mail fraud, three counts of making false statements on federal income-tax forms, and one count of perjury before a federal grand jury. If convicted on all counts, he faces a maximum penalty of 26 years in prison and $330,000 in fines.

■ **Texas would become the sixth state to require students to pass a writing test** to graduate from high school under a policy tentatively approved by the state board.

The proposal, expected to receive final approval next month, would take effect with the class of 1990. The state commissioner of education, however, has urged that the effective date be moved ahead a year, so that all students can be informed of the policy before they enter high school.

In a related development, the Texas Education Agency revealed last month that the passing rate on the Texas Educational Assessment of Minimal Skills had declined by 11 percentage points over the past year, due primarily to a new policy that raised the

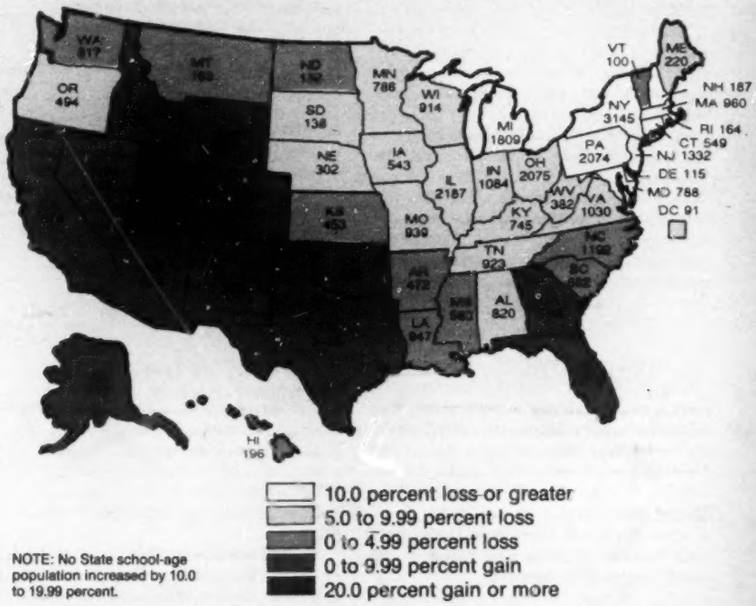
Change in Preschool-Age Children: 1980-86
(Numbers shown for each State are children in thousands)



Loss
0.0 to 9.9 percent gain
10.0 to 14.9 percent gain
15.0 to 24.9 percent gain
25.0 percent gain or more

SOURCE: U.S. Bureau of the Census

Change in School-Age Poplulation: 1980-86
(Numbers shown for each State are children in thousands)



10.0 percent loss or greater
5.0 to 9.99 percent loss
0 to 4.99 percent loss
0 to 9.99 percent gain
20.0 percent gain or more

NOTE: No State school-age population increased by 10.0 to 19.99 percent.

The "baby boomlet" of the 1980's is beginning to swell school enrollments, reversing the sharp drop caused by the substantial decline in births in the early 1970's. The preschool population has expanded by 10 percent since 1980, the U.S. Bureau of the Census reports. Utah and Alaska have experienced the largest gains—more than 20 percent—in the number of school-age children.

Continued from Page 3

passing standard on the mathematics portion of the test. The new policy requires students to answer 50 of 72 items correctly.

■ **The state superintendent of education in Illinois** suggests that Chicago's appointed school board be disbanded.

To take its place, the state chief, Ted Sanders, proposes the election of a board that would govern all of the city's high schools and several local boards that would oversee groups of elementary schools.

While disputing critics who say the beleaguered Chicago system has a "bloated bureaucracy," Mr. Sanders says an overhaul of the district's governance structure is necessary to bolster citizen and parent participation in the schools.

Such a restructuring, he told the state board of education last month, should be coupled with increased state aid to enable the district to reduce class sizes and offer more programs for the substantial number of Chicago students living in poverty.

■ **Six public-school teachers in Ohio have filed suit against the Ohio Education Association** to halt what they claim is an improper deduction of union fees from the paychecks of non-union teachers.

The teachers, who are being represented by lawyers for the national Right to Work Foundation, filed suit in U.S. district court in Akron on Dec. 30.

They seek to block fee deductions for 1988 until the judge determines if the union's procedures meet guidelines established by the U.S. Supreme Court for collecting union dues from nonmembers in so-called agency shops. Fee deductions were scheduled to begin this week.

The teachers also plan to ask that the lawsuit be certified as a class action on behalf of nonunion teachers in all 126 school districts in the state certified to collect fees from nonunion employees.

■ **Rhode Island will have to delay requiring all high-school teachers** to meet tougher certification standards because of a ruling by a state judge.

The standards, passed by the state board of regents in 1984, increased the number of credits teachers must have in their subject areas from 18 to 30. Teachers who had earned provisional certificates before that time had until Sept. 1 of this school year to meet the requirement or lose their licenses.

But Superior Court Judge Americo Campanella ruled last month that the state cannot prematurely cancel some provisional certificates, which extend until 1989 or 1990. Teachers with those certificates will not have to meet the new standards until their current licenses expire.

■ **The Delaware affiliate of the National Education Association has filed suit** in superior court challenging a new statewide policy that requires public-school teachers to work a minimum of 7½ hours a day, the same number of hours as other state employees.

The lawsuit argues that the adoption by the Delaware Board of Education in November of the statewide workday definition for teachers violates the state's public-employee-relations act.

Mary Anne Galloway, president of the Delaware State Education Association, said that under the law, working conditions—which include work hours—are to be decided locally through bargaining.

■ **More than half of Georgia educators responding to a recent survey** said the state's education-reform act had not improved the quality of the public schools during the past two years. And more than 70 percent predicted that the legislation would not reduce the number of students who fail courses or drop out of school.

The survey was conducted by the Professional Association of Georgia Educators.

One of the teachers' biggest complaints about the reform law was that its implemention required an excessive amount of paperwork. Ninety-two percent of those surveyed, for example, disagreed with a statement that the amount of paperwork required was "useful and necessary."

The association has presented a list of 12 recommendations to the Governor and other key state policymakers to reduce the paperwork burden. Among its recommendations was a suggestion that all teachers be assigned a paraprofessional to handle some of the paperwork requirements.

DISTRICTS

Boston Mayor Pledges Jobs For All High-School Graduates

Mayor Raymond L. Flynn of Boston, predicting that thousands of new jobs will be created in the city in the years ahead, last week pledged "a good job at a living wage" for every student who graduates from the city's public high schools.

Boston's strong economy should be capable of providing employment "for every young person willing to work," he said in an address marking the start of his second term.

To help fulfill his "very special pledge," Mr. Flynn said he would expand existing public-private partnerships, such as the Boston Compact, a six-year-old education-business collaborative aimed at finding jobs for high-school graduates.

In addition, he said he would soon announce the creation of a new "jobs academy" to provide training for people with inadequate skills.

Los Angeles Schools Need Not Serve All Adults Seeking English Classes

The Los Angeles Unified School District is not legally bound to provide English-as-a-second-language classes to all the adults who apply, a California judge has ruled.

Some 30,000 adults are now on waiting lists for such classes, according to Carmen Estrada, a lawyer representing minority plaintiffs who filed a suit seeking more E.S.L. classes for the district's rapidly expanding immigrant population.

A provision in the state education code requires that adult-education classes be established whenever 20 or more people apply for a particular course, she said.

But Superior Court Judge Jerry Fields ruled Nov. 30 that the district had provided classes to the best of its ability and was not required by statute to serve all applicants.

Michael Johnson, a lawyer for the school district, said 200,000 adults are currently enrolled in the district's E.S.L. classes, about 52 percent of all those enrolled in its adult-education program. He said insufficient state funding prevented the district from serving all applicants.

Ms. Estrada said the plaintiffs probably would appeal the ruling.

■ **Three New Jersey school districts will continue to observe** a moment of silence before the start of classes despite the Dec. 1 U.S. Supreme Court decision that let stand a ruling that the state's law on the matter is unconstitutional.

School officials in the districts of Sayreville, Pennsville, and Woodbury say they will not change their moment-of-silence policies, which were put into effect before the legislature approved the practice in 1982.

In a letter to the American Civil Liberties Union last month, state Attorney General W. Cary Edwards said there were "legitimate secular reasons" for the districts' daily "contemplative moment," and that the policies were not enacted for religious purposes.

■ **The Bremen, Ill., school district has won the right** to prohibit male students from wearing earrings in school.

U.S. District Judge Paul E. Plunkett ruled Dec. 2 that the prohibition, part of a ban on various symbols and modes of dress identified with local gangs, was "rational" and nondiscriminatory.

The rule, which was challenged in a suit by a 17-year-old student, is part of a comprehensive policy designed to deter gang activity in Bremen schools, according to James E. Riordan, the district's superintendent.

UPDATE

■ Reversing an earlier position, the U.S. Labor Department has **accepted an appeal by six states that will temporarily allow them to continue using student school-bus drivers.**

In August, the department ordered the states—Iowa, Mississippi, Nebraska, North Carolina, South Carolina, and Wyoming—to have all buses driven by adults by Jan. 1 of this year. *(See Education Week, Sept. 1, 1987.)*

But last month, department officials postponed implementation of the order

Study Finds Steep Decline in Federal Spending on Research

Continued from Page 1

left the field and the motivation to go into it isn't there."

The chairman of the House Select Education Subcommittee, Representative Major R. Owens, Democrat of New York, chided the Administration in a statement in the Dec. 18 *Congressional Record* for neglecting education research in favor of military research.

An aide said the panel may hold oversight hearings as a result of the report, which was commissioned in 1984 by Representative Austin Murphy, Democrat of Pennsylvania, who was then the panel's chairman.

Chester E. Finn Jr., assistant secretary for educational research and improvement, said last week that he agreed with many of the G.A.O.'s conclusions.

Mr. Finn said the department has asked for more research funding than the Congress has appropriated in each of the last two years. It is one of only a few areas in which the department has sought a funding increase.

He also argued that some funding shifts that are criticized in the report are the result of inadequate resources and Congressional restrictions.

Declines Documented

The report examines work supported through 1985 by the National Institute of Education, the National Center for Education Statistics, and the Office of Planning, Budget, and Evaluation. The N.I.E. was abolished when research functions were reorganized in 1985, and its responsibilities were assumed by the new office of educational research and improvement. The N.C.E.S. was renamed the Center for Education Statistics as part of the same reorganization.

From 1980 to 1985, the number of research awards made through N.I.E. decreased by 65 percent, from 476 to 168. O.P.B.E. awards declined by 79 percent, from 119 to 25, partially as a result of the consolidation of many programs into the Chapter 2 block grant. The number of surveys performed by N.C.E.S. declined from 55 in 1980 to 38 in 1983.

Although the total number of studies declined, those that were Congressionally mandated were protected, and thus rose from 55 percent to 79 percent of all N.I.E. activities between 1980 and 1984.

Topics "seen as priority areas" for education reform and topics of concern to minority groups received little funding, but the report does not show that any subject area suffered disproportionately.

It categorizes all individual awards made by N.I.E. over the study period. But by 1985 most new research was being done by the Education Department's laboratories and centers, for which the G.A.O. could not obtain such a breakdown.

Likely 'To Restrain Inquiry'

According to the report, the percentage of N.I.E. awards—both for new research and other activities—going to individual researchers declined from 75 percent in 1980 to 44 percent in 1985.

O.P.B.E. and N.C.E.S. do not fund unsolicited proposals and had always made most of their awards through competitive bidding on contracts rather than through grants, though the procedures were "more diverse" in 1980, the study says.

The shift in N.I.E. awards thus meant, according to the G.A.O., that the department gained tighter control of education-research projects while support for individual researchers "dried up." The report contends that although contracts may be best for some purposes, "their use as the predominant vehicle for funding research is likely to restrain inquiry."

Mr. Finn said he would fund more field-generated proposals if O.E.R.I. were not required by law to fund the laboratories and centers at certain levels.

"As the pie shrinks, the remainder gets smaller, but these don't," Mr. Finn said, adding that "it's slightly disingenuous for an arm of Congress to suggest that we have so much control" over what research is funded.

Mr. Finn also said the department uses a variety of funding mechanisms and encourages alternative approaches when it asks for bids on a contract. And the centers are more autonomous than the G.A.O. implies, he added.

Mr. Shavelson agreed with Mr. Finn that "Congress has bound the hands of the department," but added that he has perceived a decline in the amount of advice department officials seek from outside researchers.

Barbara Hadley

"There is a bigger gap between what exists and what is out there than between what we do know and what we don't."

Assistant Secretary of Education
Chester E. Finn Jr.

Shift to Dissemination

Pointing to another shift, the G.A.O. reported that N.I.E. awards for new data collection declined from 65 percent of all awards to 11 percent between 1980 and 1985, while dissemination projects increased from 22 percent to 43 percent of all awards.

This change is so pronounced that "the availability of up-to-date information to disseminate to teachers and other practitioners may be threatened," the report says.

The shift away from "new data collection" in both the labs and centers and other departmental activities, the G.A.O. asserts, may have "serious long-term consequences for education information."

As available "prior research" fades in relevance, either new information must be produced, the G.A.O. warns, or policymakers, practitioners, and scholars will find themselves without usable data.

"In an ideal world, I would like to do more of both," Mr. Finn said, "but I think the balance should shift some toward application of that which is already known. There is a bigger gap between what exists and what is out there than between what we do know and what we don't."

Mr. Shavelson argued that both new research and dissemination should be funded. "But it is a bad thing when you relatively increase the dissemination instead of the research," he added. "I'm not sure the issue is that more [dissemination] is better, but that we need to do a better job of it."

Problems With Statistics

Relying on assessments by the department and outside experts, the report also discusses the quality of education statistics and looks in detail at three N.C.E.S. activities: the National Assessment of Educational Progress, the Common Core of Data, and the Fast Response Survey System.

The G.A.O. concludes that budget cutbacks have affected the quality of federal statistics in some cases. It cites a decline in the number of groups tested in NAEP's standardized measures of student achievement and the increasing years between sampling cycles.

The study also contends that turnover in leadership in the department's research divisions resulted in inconsistency and the scuttling of partially completed projects.

The report says NAEP and the F.R.S.S., a system used for completing quick surveys on pressing issues, generally received favorable ratings. But the Common Core of Data, an annual survey of school districts that is used to report statistics on such topics as enrollment, "was generally poor in its quality of information."

Mr. Finn said last week that the G.A.O. finding was "basically correct, with respect to the past," but argued that the major departmental effort begun in 1985 to upgrade statistical quality has had "a fair amount of success."

Mr. Shavelson agreed. But the G.A.O. maintains that "it is too early to determine" whether the department's efforts "will adequately address the problems identified in this report or the new problems that the changes themselves might create."

Number of National Institute of Education Individual Research Awards for New Data Collection in 1980 and 1985.

Area[1]	1980	1985
Special populations		
Disadvantaged	2	3
Bilingual	13	1
Language minority	3	1
Handicapped	7	0
Minority	9	0
Blacks	8	0
Native Americans	3	0
Females	10	0
Hispanics	1	0
Total	**58**	**5**
Area studies		
Reading and writing	40	2
Math and science	23	1
Language acquisition	5	0
Social studies	1	0
Literacy	7	1
Total	**76**	**4**
Teaching and instruction		
Teachers	14	1
Instruction	7	0
Effective schools	12	3
Total	**33**	**4**
Learning in nonschool settings		
Parents and family	6	0
Work	2	0
Play and work	1	0
School, home, and community	3	0
Adult education	4	0
Total	**16**	**0**
Technology		
Computer technology	2	1
Other education technology	3	0
Radio and television	1	0
Total	**6**	**1**
School finance and resources		
Finance	3	0
Resources	2	0
Total	**5**	**0**
Education administration		
Leadership and management	9	0
Education administration	10	0
School district	2	0
Elementary and secondary education	1	0
Postsecondary education	3	0
Total	**25**	**0**
School problems		
Dropouts	1	0
Delinquency	2	0
Desegregation	7	0
Equity	4	0
Mainstreaming	1	0
Declining enrollments	2	0
Total	**17**	**0**
Student outcomes		
Achievement	2	1
Cognition	8	1
Social learning	1	0
Student success	2	0
Careers	3	0
Total	**16**	**2**
Testing and assessment	17	0
Research on dissemination		
Dissemination	2	0
ERIC	2	0
Total	**4**	**0**
Other		
Miscellaneous	12	0
Policy	10	0
Education standards	0	1
Total	**22**	**1**
Total	**293**	**17**

[1] This list includes nonlaboratory and noncenter awards.

Number of O.P.B.E. New Data Contract Awards for 1980 and 1985.

Area	1980	1985
Special populations		
Disadvantaged	12	0
Bilingual	4	3
Language minority	1	2
Handicapped	2	1
Native American	2	2
Women	1	0
Neglected and delinquent	1	0
Migrant	1	0
Total	**24**	**8**
Area studies: basic skills	3	0
Teaching and instruction		
Teachers	1	0
School improvement	1	0
Total	**2**	**0**
Learning in nonschool settings		
Parents	2	0
Adult and career education	2	0
Community education	1	0
Total	**5**	**0**
School resources and finance	2	0
Education administration: school districts	1	0
School problems: desegregation	4	0
Policy: department issues	0	3
Postsecondary education	3	1
Student loans and grants	5	0
College enrollment	0	1
Cooperative education	1	0
Total	**9**	**2**
Elementary and secondary	0	1
Chapter 2	0	1
Total	**1**	**1**
Vocational education	1	1
Rehabilitation	0	3
Dissemination: National Diffusion Network	1	0
Training	2	0
Federal education programs	1	0
Library or education resources	2	0
Program evaluation	1	0
Total	**59**	**18**

Percentage of Obligations Assigned to Laboratories and Centers Activities.

Activity[1]	% of Awards 1980	% of Awards 1985
Laboratories		
New data collection	34	24
Dissemination	26	41
Other	37	35
Total[2]	**$50**	**$39**
Centers[3]		
New data collection	62	56
Dissemination	12	21
Other	27	22
Total[2]	**$25**	**$28**

[1] Excludes 1985 data for the Educational Technology Center and the North Central Regional Education Laboratory.
[2] Multiyear awards in millions of current dollars.
[3] Excludes data from centers supported by N.I.E.'s discretionary funds.

SOURCE: Department of Education Office of Research Computer Management Information System.

National Institute of Education Awards for 1980 and 1985 by Type of Activity.

Activity[1]	% of Awards 1980	% of Awards 1985
New data collection	65	11
Dissemination	22	43
Other[2]	13	46
Total number of awards	**450**	**157**

[1] Excludes the operation of the mandated laboratories and centers.
[2] Includes planning, development, conferences, and support for experts for proposal reviews.

SOURCE: National Council on Educational Research annual reports for fiscal years 1980 and 1985 and data from the Office of Educational Research and Improvement.

National Institute of Education Awards to Institutions and Individuals in 1980 and 1984.

Recipient	% of Awards 1980	% of Awards 1985
Institutions[1]	25	56
Individuals[2]	75	44
Total number of awards[3]	**432**	**282**

[1] Regional laboratories, national research centers, discretionary research centers, and education information centers.
[2] Individual investigators in universities, research organizations, and similar agencies such as nonprofit educational advocacy groups and state education organizations.
[3] Includes teaching and learning, educational policy and organization, and dissemination and improvement of practice.

SOURCE: National Council on Educational Research annual reports for 1980 and 1985 and the Office of Research on-line system.